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9	ATTENTION OF THE	tori, a camorna rion rioni corporation
10	SUPERIOR COURT OF CALIFORNIA, COUNTY OF FRESNO	
11	CENTRAL DIVISION	
12	DAVID RODRIGUEZ, an individual;	Case No.
13	SARAH KOLB, an individual; TIMOTHY TAIRA, an individual; SAN JOAQUIN	VERIFIED PETITION FOR WRIT OF
14	RIVER ACCESS CORPORATION, a	MANDATE AND COMPLAINT FOR INVERSE CONDEMNATION AND
15	California Non-Profit Corporation	DECLARATORY AND INJUNCTIVE
16	Petitioners and Plaintiffs,	RELIEF
17	V.	
18	SAN JOAQUIN RIVER CONSERVANCY, a California Public	
19	Agency; SANTOS GARCIA, in his official capacity as a Director of the San	
20	Joaquin River Conservancy; JULIE VANCE, in her official capacity as a	
21	Director of the San Joaquin River Conservancy, JOHN DONNELLY, in his	
22	official capacity as a Director of the San Joaquin River Conservancy; JENNIFER	
23	LUCCHESI, in her official capacity as a Director of the San Joaquin River	
24	Conservancy; and DOES 1 through 20, inclusive,	
25	Respondents and Defendants.	
26		
27	Petitioners and Plaintiffs David Rodriguez, Sarah Kolb, Timothy Taira, and Sa	
28	Joaquin River Access Corporation ("SJRAC") (collectively, "Petitioners" or "Plaintiffs"	
	17507/002/00968663 DOCX)	

VERIFIED PETITION FOR WRIT OF MANDATE AND COMPLAINT FOR INVERSE CONDEMNATION AND DECLARATORY AND INJUNCTIVE RELIEF

submit this Verified Petition for a Writ of Mandate and Complaint for Inverse Condemnation and Declaratory and Injunctive Relief (the "Petition"), stating claims against Respondents and Defendants the San Joaquin River Conservancy (the "Conservancy"), and Santos Garcia, Julie Vance, John Donnelly, and Jennifer Lucchesi, in their official capacities as Directors of the Conservancy (collectively, "Respondents" or "Defendants"), as set forth below.

INTRODUCTION

- 1. On or about December 13, 2017, after several contentious meetings, the Conservancy approved the San Joaquin River West, Eaton Trail Extension Project ("Project"), which included developing public access and a parking lot at a location adjacent to Palm Avenue and Nees Avenue in the City of Fresno. This point of access was referred to during the administrative process as "Alternative 5B."
- 2. The Conservancy approved Alternative 5B through its Resolution 17-02, which stated that the Conservancy Board may decline to proceed with Alternative 5B if "reasonable progress is not made toward implementing Alternative 5B within one year of approval," with the requirement that "all parties" act in "good faith."
- 3. The Conservancy Board defined "reasonable progress" as the achievement of five Benchmarks within one year after the approval of Alternative 5B: (1) SJRAC's acquisition of approximately 11 acres of land for the parking lot and public access called the "Spano Property"; (2) SJRAC's receipt of a post-closure land use plan for the Spano Property; (3) the City of Fresno's approval of exceptions and variances to the Bluff Protection Overlay District and tree removal ordinance required to implement Alternative 5B; (4) SJRAC's resolution of certain issues raised by the Board at its December 2017 meeting associated with the Spano easement "to the Conservancy Board's satisfaction"; and (5) SJRAC's negotiation of an access easement for public use in favor of a willing public agency for the Spano property (collectively, the "Benchmarks"). In addition to these Benchmarks, SJRAC was to report its progress to the River West Fresno and North Palm Access Implementation Work Group (the "Work Group") consisting of collaborating agencies and entities jointly involved and responsible for completing the Benchmarks. The Conservancy Board also requested progress reports throughout the year.

- 4. In reliance on Resolution No. 17-02, and at the direction of Conservancy Staff and Board Members, SJRAC fully discharged its obligation to make "reasonable progress" in "good faith" by meeting—and exceeding—each of the Benchmarks, expending significant time and resources in the process. Specifically, SJRAC: (1) acquired and recorded title to the Spano Property (in addition to other properties); (2) obtained a Post-Closure Land Use Plan that was approved by the County of Fresno Health Department and the Regional Water Quality Control Board; (3) received the necessary approvals from the City of Fresno; (4) completed and recorded the Spano Easement, with the edits specifically requested by the Conservancy Board in December 2017 (and, although not required under Resolution 17-02, subsequent public meetings); and (5) negotiated a final draft of the public access easement with the Wildlife Conservation Board ("WCB").
- 5. Although SJRAC and others met each of the Benchmarks, the Conservancy ultimately determined "reasonable progress" had not been made, based on factors not stated in Resolution 17-02, and not articulated to SJRAC and the public until *after* it was too late for Petitioners to resolve any alleged concerns. Moreover, the Conservancy and others failed to act in "good faith" toward the implementation of Alternative 5B, acted with impermissible bias against Petitioners (openly calling them "NIMBYs"), declined to provide Petitioners a fair hearing on the merits, and violated Petitioners' rights under state and federal law.
- 6. Petitioners have therefore been forced to seek relief from this Court, and through this Petition seek: (1) a writ of mandate pursuant to Sections 1085 and 1094.5 of the Code of Civil Procedure to set aside the Conservancy's action on February 27, 2019; (2) damages as a result of the Conservancy's inverse condemnation of land acquired by SJRAC to implement Alternative 5B; and (3) a declaratory judgment pursuant to Section 1060 of the Code of Civil Procedure finding that each of the Benchmarks articulated in Resolution 17-02 were met.

PARTIES, JURISDICTION AND VENUE

7. Petitioner and Plaintiff David Rodriguez is a resident of Pinedale, California, and lives close to the intersection of Palm and Nees. As a citizen of Pinedale, Mr. Rodriguez hopes to visit the Eaton Trail at a location close to his neighborhood. Mr. Rodriguez is concerned

about the Conservancy's determination that "reasonable progress" on Alternative 5B had not been made, as this finding will result in delayed access to the Eaton Trail, and may result in access being developed at a far less convenient location, Riverview Drive. Mr. Rodriguez is also beneficially interested in the Project's impact on roads, infrastructure, and the surrounding community, and participated in the administrative process leading up to the Conservancy Board's decision on February 27, 2019.

- 8. Petitioner and Plaintiff Sarah Kolb is a resident of Fresno, California. As a Fresno City resident, Ms. Kolb hopes to visit the Eaton Trail to access the San Joaquin River for recreational purposes. Ms. Kolb is also concerned about the Conservancy's determination that "reasonable progress" on Alternative 5B had not been made, as this finding will significantly delay access to the Eaton Trail. Ms. Kolb is also beneficially interested in the Project's impact on roads, infrastructure, and Fresno community, and participated in the administrative process leading up to the Conservancy Board's decision on February 27, 2019.
- 9. Petitioner and Plaintiff Timothy Taira is a retired traffic engineer and resident of the community adjacent to the Project. Mr. Taira's residence is located near the proposed parking lot for Project Alternative 1. Mr. Taira is also concerned about the Conservancy's determination that "reasonable progress" on Alternative 5B had not been made, as this finding will significantly delay access to the Eaton Trail. Mr. Taira is also beneficially interested in the Project's impact on roads, infrastructure, and impact on his neighborhood and community, and participated in the administrative process leading up to the Conservancy Board's decision on February 27, 2019.
- 10. Petitioner San Joaquin River Access Corporation ("SJRAC") is a California Non-Profit Public Benefit Corporation based in Fresno, California. The purpose of SJRAC is to ensure reasonable public access to the San Joaquin River and the Fresno River West, Eaton Trail Extension. Several members of SJRAC reside in the area affected by the proposed Project's environmental impacts. Several of its members and representatives have made objections both in writing and/or orally prior to the close of the public meetings held by the Conservancy evaluating the project as described herein. SJRAC is beneficially interested in this

matter because it owns the property that was the subject of Alternative 5B, and has a direct interest in ensuring that the Respondents fulfill their duties to comply with State law and the Conservancy's own Resolutions. SJRAC also has an interest in preserving and protecting, for the general public, the environment and character of the San Joaquin River West, Eaton Trail Extension.

- 11. Respondent San Joaquin River Conservancy (the "Conservancy") is a regionally governed public agency created by the San Joaquin River Conservancy Act, Public Resources Code § 32500 *et seq.* The purpose of the Conservancy is to acquire and manage public lands within the San Joaquin River Parkway and coordinate efforts and mediate differences among the local jurisdictions and the state. The Conservancy adopted Resolution No. 17-02 in December 2017, and is the body that made the determinations on February 27, 2019, that are the subject of this action.
- 12. Respondent and Defendant Santos Garcia is a Councilmember from the City of Madera and serves as the Vice Chair on the Conservancy Board of Directors. At all times herein mentioned after January 1, 2019, Respondent Garcia participated in the Conservancy Board of Directors actions, including the Board's decision on February 27, 2019.
- 13. Respondent and Defendant Julie Vance is a Regional Manager for the Department of Fish and Wildlife and serves as a Member on the Conservancy Board of Directors. At all times herein mentioned, Respondent Vance participated in the Conservancy Board of Directors actions, including the Board's decision on February 27, 2019.
- 14. Respondent and Defendant John Donnelly is the Executive Director of the Wildlife Conservation Board and serves as a Member on the Conservancy Board of Directors. At all times herein mentioned, Respondent Donnelly participated in the Conservancy Board of Directors actions, including the Board's decision on February 27, 2019.
- 15. Respondent and Defendant Jennifer Lucchesi is the Executive Officer of the State Lands Commission and serves as a Member on the Conservancy Board of Directors. At all times herein mentioned, Respondent Lucchesi participated in the Conservancy Board of Directors actions related to the Project, including the Board's decision on February 27, 2019.

 16. Petitioners are unaware of the true names and capacities of Respondents fictitiously named Does 1 through 20 and sues such respondents by fictitious names. Petitioner is informed and believes, and on that basis alleges, that the fictitiously named respondents are also responsible for the actions described in this Petition. When the true identities and capacities of these Respondents have been determined, Petitioners will amend this petition, with leave of the court if necessary, to insert such identities and capacities. Whenever the terms "Conservancy," the "Conservancy Board," "Garcia," "Vance," "Donnelly," "Lucchesi," "Respondents," or "Defendants" are used herein, said terms shall be construed as including Respondents and Defendants DOES 1 through 20, inclusive.

- 17. Petitioners and/or their members have performed any and all conditions precedent to the filing of this Petition. Petitioner SJRAC, its members and representatives exhausted any and all administrative remedies required by law by, *inter alia*, participating in the administrative process both in writing and orally at the February 27, 2019 hearing before the Conservancy Board.
- 18. Petitioners will also be filing a request concerning the preparation of the record of administrative proceedings relating to this action concurrently with this Petition.
- 19. Petitioners have no plain, speedy, or adequate remedy in the course of ordinary law unless this Court grants the requested writ of mandate to require Respondents to set aside their determination that "reasonable progress" had not been made on Alternative 5B. In the absence of such remedies, Respondents' determination will remain in effect in violation of state law, Petitioners and other residents within the vicinity of the Project will be irreparably harmed. No money damages or legal remedy could adequately compensate Petitioners and those residents and property owners for that harm.
- 20. Venue in Fresno County Superior Court is proper pursuant to sections 393 of the Code of Civil Procedure and Section 955 of the Government Code. The San Joaquin River Conservancy is situated in the County of Fresno, and the Project at issue is located within the jurisdictional boundaries of the County of Fresno.

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STATEMENT OF FACTS

The San Joaquin River West, Eaton Trail Extension Project ("Project") includes 21. the extension of the San Joaquin River Parkway trail by 2.4 miles from Perrin Avenue near Woodward Park to Spano Park in the City of Fresno. Though planning for the Project began well over a decade ago, implementation has been hindered by disagreements, including about where the Project should provide public access to the trail. The Project's Environmental Impact Report ("EIR") proposes building a parking lot at Perrin Avenue as well as potential additional access at one of six action alternatives. Two Alternatives—Alternative 1 and Alternative 5Bboth propose developing additional public vehicle access and a 40-car parking lot, but at different locations. Alternative 1 proposes developing a public road off of West Riverview Drive in a residential neighborhood to a parking lot that is far from the San Joaquin River, and that is not close to public transportation. Alternative 5B, in contrast, proposes developing a public access road near the intersection of Palm Avenue and Nees Avenue to a parking facility that is close to the San Joaquin River and nearby public transportation.

On or about December 13, 2017, the Conservancy Board held a public meeting to 22. approve the Project and one of the access alternatives. Following staff recommendation, the Conservancy Board adopted Resolution 17-02 approving Alternative 5B and directing the staff and all other parties to work in "good faith" toward developing Alternative 5B. Resolution 17-02 states:

> With the understanding that all parties shall be acting in good faith, if, in the Board's sole discretion, reasonable progress is not made toward implementing Alternative 5B within one year of this approval, the Board by majority vote may direct staff to evaluate and prepare Alternative 1 as analyzed in the Final EIR for Board approval and to rescind approval of Alternative 5B.

Resolution 17-02 defined "reasonable progress" as five specific Benchmarks for SJRAC to meet over the following year:

> 1. Acquire approximately 11 acres of land for the access road and parking lot called the "Spano Property";

- Create and receive approval for post-closure land use plan for the Spano Property;
- 3. Secure exceptions and variances to the Bluff Protection Overlay District and tree removal ordinance from the City of Fresno.
- 4. Resolve issues associated with an easement on the Spano Property ("Spano easement") "to the Conservancy Board's satisfaction"; and
- 5. Secure an easement for public use in favor of a willing public agency and recorded for the Spano Property, or, alternatively, the Conservancy shall investigate acquiring fee title ownership of the Spano Property.

Resolution 17-02 required SJRAC to report its progress to the Conservancy Board and the River West Fresno and North Palm Access Implementation Work Group ("Work Group") and participating parties throughout the year. Parties participating in the Work Group—and obligated to work in "good faith" toward the implementation of Alternative 5B—included the Conservancy Staff and Board, Fresno County, the City of Fresno, the Wildlife Conservation Board, and the San Joaquin River Parkway and Conservation Trust (the "Parkway Trust" or "SJRPCT"), among others.

23. Throughout the year following the adoption of Resolution 17-02, SJRAC worked diligently and in good faith with the Conservancy Staff and parties to the Work Group to meet each Benchmark articulated in Resolution No. 17-02. SJRAC incurred significant expenses related to implementing Resolution 17-02, including, but not limited to, acquiring title to the Spano Property (and two additional properties that could be used for additional parking), negotiating the easements and incorporating Conservancy Board input, conducting environmental studies, and applying for and defending approvals received from the City of Fresno. SJRAC reported its progress and addressed concerns from participating parties and the Conservancy at numerous Work Group meetings and Conservancy Board meetings throughout the year. These efforts to implement Alternative 5B also received extensive support from numerous leaders in local government, including the Mayor of the City of Fresno, the Fresno

City Council, the Fresno County Board of Supervisors, and the State Senators representing the region surrounding the Project.

- 24. On January 9, 2019, the Conservancy Board held a public meeting during which the Conservancy Staff would share its findings that SJRAC made "reasonable progress" on the Benchmarks required by Resolution 17-02 and recommendation to continue implementing Alternative 5B. Conservancy Staff specifically determined SJRAC had made reasonable progress on the Benchmarks, and thus recommended the Conservancy continue implementing Alternative 5B. Despite SJRAC's diligent work, and against the findings and recommendations of Conservancy Staff, however, the Conservancy Board sought to unwind the progress made for Alternative 5B.
- 25. At the January 9, 2019 meeting, the Conservancy Board voted the Benchmarks for Alternative 5B were not met and instead directed staff to proceed with Alternative 1. Because those approvals were not agendized, SJRAC notified the Conservancy Board of its actions violated California's open meeting laws (*i.e.*, the Brown Act), causing the Conservancy Board to rescind its vote and conduct a subsequent, properly agendized, public hearing on the matter.
- 26. On or about February 27, 2019, the Conservancy Board held another public meeting to evaluate whether SJRAC met the Benchmarks presented by Alternative 5B. Again, the Conservancy Staff found SJRAC made reasonable progress required by Resolution 17-02 and recommended the Conservancy Board continue implementing Alternative 5B. Members of SJRAC and supporters raised numerous concerns in writing prior to the meeting and in oral testimony during the meeting that voting to not move forward with Alternative 5B would result in significant damages to SJRAC, raise legal claims against the Conservancy and others, and result in significant costs and delays. SJRAC and its members also raised concerns about bias and failure of the Conservancy and participating agencies and Board Members failing to act in good faith to implement Alternative 5B.
- 27. At the end of the February 27, 2019 meeting, however, the Conservancy Board ultimately found—without evidentiary basis—that reasonable progress somehow had not been

1	made on Alternative 5B. The Conservancy Board has now directed staff to cease work on		
2	Alternative 5B and reconsider Alternative 1, significantly delaying public access to the Project		
3	and the San Joaquin River.		
4	CAUSES OF ACTION		
5	FIRST CAUSE OF ACTION		
6	Writ of Mandate—Violation of Resolution No. 17-02		
7	(All Respondents, and DOES 1-20)		
8	28. Petitioners re-allege and incorporate by reference the precedent paragraphs 1 to		
9	27 in their entirety, as though fully set forth herein.		
0	29. On or about December 13, 2017, the Conservancy Board adopted Resolution 17-		
.1	02 approving Alternative 5B, but also stating the Conservancy Board may decline to proceed		
2	with Alternative 5B if "reasonable progress is not made toward implementing Alternative 5B		
13	within one year of approval." Resolution 17-02 also required "all parties" act in "good faith"		
14	with respect to the implementation of Alternative 5B.		
15	30. The Conservancy Board defined "reasonable progress" as the achievement of the		
16	five Benchmarks within one year after the approval of Alternative 5B.		
17	31. Thus, the Conservancy had a legal duty to proceed with the implementation of		
18	Alternative 5B so long as "reasonable progress"—defined as the achievement of the		
19	Benchmarks—was met by the parties acting in "good faith."		
20	32. In reliance on Resolution No. 17-02, and at the direction of Conservancy Staff		
21	and Board Members, SJRAC fully discharged its obligation to make "reasonable progress" in		
22	"good faith" by meeting each of the Benchmarks. Specifically, SJRAC: (1) acquired and		
23	recorded title to the Spano Property; (2) negotiated a Post-Closure Land Use Plan approved by		
24	the County of Fresno Health Department and the Regional Water Quality Control Board; (3)		
25	received a development permit, variance, and tree removal permit from the City of Fresno; (4)		
26	completed and recorded the Spano Easement to the Conservancy Board's satisfaction; and (5)		
27	negotiated a final draft of the public access easement with a willing public agency, the WCB.		
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33. Alternatively, to the extent any person could argue Benchmark No. 5 was not met, any such obligation was either excused or made impossible by the actions or inactions of the Conservancy staff and the Wildlife Conservation Board, and their failure to act in "good faith," including the failure to commence negotiations on the public access easement until it was too late to receive formal approval by WCB, and WCB's failure to provide a draft public access easement to Petitioner that was acceptable to Conservancy staff until December 17, 2018.

34. The Conservancy failed to comply with its legal duty to proceed with the implementation of Alternative 5B and reasonably construe Resolution 17-02. The Conservancy's finding that the Benchmarks had not been met was inconsistent with the express language of Resolution 17-02, any reasonable interpretation of Resolution 17-02, California law, and the findings of the Conservancy's own professional staff. Petitioners have a clear, present, and legal right with respect to the Conservancy's actions under, and construction of, Resolution 17-02. Petitioner SJRAC was the party obligated under Resolution 17-02 tasked with the completion of the majority of the Benchmarks. In addition, all Petitioners, and SJRAC's members, have an interest in the development of Alternative 5B, which provides access to the Eaton Trail at a convenient location adjacent to existing transportation nodes and a commercial intersection, with a parking lot located conveniently adjacent to the San Joaquin River.

- 35. As a result of the foregoing, the Conservancy also abused its discretion by acting in a manner that was arbitrary and capricious, and without evidentiary support.
- 36. Petitioners have no plain, speedy, and adequate remedy in the ordinary course of law.
- 37. Petitioners therefore request that the Court issue a writ of mandate, pursuant to Sections 1085 and 1094.5 of the Code of Civil Procedure, and the Court's inherent equitable powers, to invalidate the Conservancy's finding that SJRAC (and others) purportedly did not make reasonable progress meeting the Benchmarks.

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27 28 SECOND CAUSE OF ACTION

(Writ of Mandate—Failure to Act in Good Faith in Violation of Resolution 17-02) (All Respondents and DOES 1-20)

- Petitioners re-allege and incorporate by reference the precedent paragraphs 1 to 38. 37 in their entirety, as though fully set forth herein.
- On or about December 13, 2017, the Conservancy Board adopted Resolution 17-39. 02 approving Alternative 5B. The Resolution also ordered that the Conservancy Board may reconsider Alternative 1 if "reasonable progress is not made toward implementing Alternative 5B within one year of approval," with the requirement that "all parties" act in "good faith" toward "implementing Alternative 5B." The "parties" that were required to act in "good faith" toward "implementing Alternative 5B" included the Conservancy (including its board and staff), the Conservancy's member agencies (such as the Wildlife Conservation Board, the State Lands Commission, and the City of Madera), and parties participating in the implementation of Alternative 5B (such as the Parkway Trust).
- Thus, the Conservancy had a legal duty to ensure all parties participating in the 40. implementation of Alternative 5B acted in "good faith." Likewise, the Conservancy Board members—and their respective agencies—had the obligation to act in "good faith" with respect to the implementation of Alternative 5B. "Good faith" included an obligation to assist in the completion of the Benchmarks in a timely manner, and decline to act in a manner that could impair, interfere with, hinder, or potentially injure the rights of Petitioner SJRAC and others to implement the Benchmarks.
- In reliance on Resolution No. 17-02, and at the direction of Conservancy Staff 41. and Board Members, SJRAC fully discharged its obligation to act in "good faith" to make "reasonable progress" toward the implementation of Alternative 5B and complete the Benchmarks articulated in Resolution 17-02.
- Several parties who were required to act in "good faith" under Resolution 17-02 42. violated the intent, spirit, and the letter of the resolution by actively thwarting SJRAC's ability to meet the Benchmarks. These efforts included, but are not limited to:

A. The WCB staff and Conservancy Staff and legal counsel failed to provide SJRAC a final draft of the Public Access Easement that was ready for SJRAC to edit until December 17, 2018. Despite this, SJRAC worked through the holiday season and fully negotiated the draft Public Access Easement with WCB and Conservancy staff by January 4, 2019. While the Conservancy Board subsequently took the position that final approval from WCB's governing Board was required, Respondents knew—and were specifically advised by Conservancy staff—that it was impossible to complete the multi-month process to receive WCB final approval and recordation in merely a few weeks before SJRAC's progress would be reported at the January 9, 2019, Conservancy Board meeting.

B. The WCB representative on the Conservancy Board, Respondent and Defendant John Donnelly, persuaded the Conservancy Board that SJRAC failed to meet the Public Access Easement Benchmark because SJRAC had not gone through a multi-month process to secure a real property transaction review by the WCB Board. Director Donnelly knew and understood it was impossible for SJRAC to secure such a review after his own agency, WCB, failed to deliver a final draft of the Public Access Easement that was ready for SJRAC to edit until December 17, 2018. When confronted about this issue, Mr. Donnelly blamed Conservancy staff for the delay—notwithstanding the fact that Conservancy staff itself was obligated to act in "good faith" toward the implementation of Alternative 5B.

C. The San Joaquin River Parkway and Conservation Trust, Inc. (the "Parkway Trust") participated in the Work Group meetings concerning the implementation of Alternative 5B, and is a long-time partner of the Conservancy. As a member of the Work Group, the Parkway Trust was obligated to act in "good faith" under Resolution 17-02 toward "implementing Alternative 5B." The Parkway Trust, however, failed to act in good faith toward the implementation of Alternative 5B. Instead of facilitating the implementation of Alternative 5B, the Parkway Trust opposed Alternative 5B publicly and fomented opposition. Instead of facilitating the project approvals required to develop Alternative 5B, the Parkway Trust appealed the City of Fresno's approval of the Development Permit, Variance, and Tree Removal Permit required by Resolution No. 17-02. Parkway Trust staff publicly berated and

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yelled at the Conservancy's Executive Director for making statements they construed as supporting Alternative 5B following a City of Fresno Planning Commission meeting. The Trust also failed to act in "good faith" by mispresenting several material facts about constructing, operating, and maintaining Alternative 5B and disseminating those misrepresentations to the Conservancy Board and the public.

- D. With the intent of hindering SJRAC's negotiations to acquire the Spano Properties, throughout 2018, Respondents requested numerous additions to the real estate documents SJRAC was negotiating with Spano after the adoption of Resolution 17-02. Many of these requested additions were legally superfluous or contrary to the Conservancy's own environmental documents. For example, members of the Conservancy Board required edits that were duplicative of the existing legal effect of the documents, and also required SJRAC to require Spano to agree to far more parking than was studied and authorized under the Conservancy's own environmental document.
- E. The Conservancy Board's finding that the Benchmarks was not met was illogical, and contrary to the findings of the Conservancy's professional staff.
- F. The Conservancy Board and its Board members relied on factors outside of the Benchmarks required by Resolution 17-02 to make the determination that "reasonable progress" had not been made. For example, Respondent John Donnelly stated at the January 9, 2019, Conservancy Board meeting that Conservancy staff had failed to receive public access easements from the City of Fresno and the Fresno Metropolitan Flood Control District, even though Resolution 17-02 did not require such easements. Likewise, Director Vance relied upon the fact that the City of Fresno had not yet agreed to fund operations and maintenance for the entire Project—even though (i) this was not a requirement in the Benchmarks, and (ii) any such obligation is contrary to the Conservancy's enabling statute. (See Pub. Resources Code, § 32511 [stating that the Conservancy "shall be responsible for operation and maintenance of the parkway..."].)
- G. The Conservancy Board ignored factual information from staff and instead relied on misrepresentations about Alternative 5B fabricated by the Parkway Trust.

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- H. The Conservancy Board relied on statements by the Parkway Trust that Alternative 5B would remove mature sycamores. The Conservancy's reliance on such statements constitutes a lack of "good faith" because the Conservancy regularly removes mature trees as part of its projects, and many of the trees to be removed were determined to already be deceased. Further, mitigation measures required any removed tree to be replaced with five more in its place.
- I. Conservancy representatives stated in the hearing that Alternative 5B would "destroy the bluff." This is also evidence of a failure to act in "good faith" toward the implementation of Alternative 5B, as such statements are factually inaccurate and contrary to the determination of the Conservancy's professional staff. Moreover, Petitioners are informed and believe, and based thereon allege, that such approvals are—and will be—required for other Conservancy projects.
- J. Instead of objectively evaluating whether SJRAC and others met the Benchmarks, Director Santos and others instead referred to Petitioners during the administrative process as "NIMBYs."
- 43. Therefore, the Conservancy, its Board members, the Parkway Trust, and WCB failed to act in "good faith," in violation of Resolution 17-02.
- 44. Petitioners have a clear, present, and legal right with respect to the requirement that the Conservancy ensure all parties act in "good faith" with respect to the implementation of Alternative 5B, as required under Resolution 17-02. Petitioner SJRAC was the party obligated under Resolution 17-02 tasked with the completion of the majority of the Benchmarks. In addition, all Petitioners, and SJRAC's members, have an interest in the development of Alternative 5B, which provides access to the Eaton Trail at a convenient location adjacent to existing transportation nodes and a commercial intersection, with a parking lot located adjacent to the San Joaquin River.
- 45. As a result of the foregoing, the Conservancy also abused its discretion by acting in a manner that was arbitrary and capricious, and without evidentiary support.

- C. To the extent Resolution 17-02 could be read as authorizing the Conservancy Board to rely upon conditions other than the Benchmarks, several of those *post hoc* conditions were contrary to law, including the Conservancy Board's demand that third-parties—and not the Conservancy—fund operations and maintenance for components of the Project. (See Pub. Resources Code, § 32511 [stating that the Conservancy "shall be responsible for operation and maintenance of the parkway "].)
- D. To the extent Resolution 17-02 could be read as authorizing the Conservancy Board to rely upon conditions other than the Benchmarks, several of those *post hoc* conditions were particular to the project proponents, and not the property itself, and thus void. (See *Anza Parking Corp. v. City of Burlingame* (1987) 195 Cal.App.3d 855, 858.)
- E. To the extent Resolution 17-02 could be read as authorizing the Conservancy Board to rely upon conditions other than the Benchmarks, there is no logical nexus or reasonable relationship between several of the *post hoc* conditions imposed upon the approval of Alternative 5B and the project's alleged impacts. (See *Dolan v. City of Tigard* (1994) 512 U.S. 374.)
- F. To the extent that Resolution 17-02 could be read as authorizing the Conservancy Board to rely upon conditions other than the Benchmarks, Resolution No. 17-02 is unlawfully ambiguous and vague, and failed to provide Petitioners and the public adequate notice of the factors upon which the Conservancy Board would subsequently evaluate Alternative 5B.
- G. To the extent that Resolution 17-02 could be read as authorizing the Conservancy Board to rely upon conditions other than the Benchmarks, those conditions were unlawful and unconstitutional because they were proposed after the expiration of the one-year period, and thus too late for Petitioners to have reasonable notice of the Conservancy Board's subjective and unarticulated expectations.
- 51. As a result of the foregoing, the Conservancy failed to proceed in a lawful matter in implementing Alternative 5B following its approval of Resolution 17-02.

- 52. Petitioners have a clear, present, and legal right with respect to the requirement that the Conservancy impose only lawful conditions on the approval of its projects, including Alternative 5B. Petitioner SJRAC was the party obligated under Resolution 17-02 tasked with the completion of the majority of the Benchmarks. In addition, all Petitioners, and SJRAC's members, have an interest in the development of Alternative 5B, which provides access to the Eaton Trail at a convenient location adjacent to existing transportation nodes and a commercial intersection, with a parking lot located conveniently adjacent to the San Joaquin River.
- 53. As a result of the foregoing, the Conservancy also abused its discretion by acting in a manner that was arbitrary and capricious, and without evidentiary support.
- 54. Petitioners have no plain, speedy, and adequate remedy in the ordinary course of law.
- 55. Petitioners therefore request that the Court issue a writ of mandate, pursuant to Sections 1085 and 1094.5 of the Code of Civil Procedure, and the Court's inherent equitable powers, to invalidate the Conservancy's decision to halt implementation of Alternative 5B due to the Conservancy's imposition of unlawful conditions on the implementation of Alternative 5B.

FOURTH CAUSE OF ACTION

(Writ of Mandate—Failure Certain Board Members to Abstain from Decisions Concerning Alternative 5B)

- 56. Petitioners re-allege and incorporate by reference the precedent paragraphs 1 to 55 in their entirety, as though fully set forth herein.
- 57. California common law requires that public officers act with "disinterested skill, zeal and diligence primarily for the benefit of the public." (Noble v. City of Palo Alto (1928) 89 Cal.App.47, 51.) As a result, project proponents enjoy the right to a fair and unbiased decision-maker. (Cohan v. City of Thousand Oaks (1994) 30 Cal.App.4th 547, 557; see also City of Fairfield v. Superior Court (1975) 14 Cal.3d 768, 772.) Thus, a decisionmaker is disqualified from participating in a matter if that decisionmaker is biased in favor or against a

party involved in that decision. (Nasha v. City of Los Angeles (2004) 125 Cal.App.4th 470, 486; Clark v. City of Hermosa Beach (1996) 48 Cal.App.4th 1152.)

- 58. Throughout the proceedings relating to Alternative 5B, several members of the Board declined to abstain from considering the merits of Alternative 5B, even though they exhibited impermissible bias against Petitioners and others who supported Alternative 5B and were disqualified. This is based on several facts, including, but not limited to, the following:
- A. Director Garcia and others openly derided Petitioners and their members as "NIMBY's."
- B. Director Vance asserted on the record that she did not intend to apply the same level of rigor to Alternative 1 that had been applied to Alternative 5B.
- C. Directors Vance, Donnelly, Garcia, and Lucchesi openly stated they were relying upon extraneous and irrelevant factors to determine "reasonable progress" on Alternative 5B supposedly had not been made, which prohibited Petitioners and other stakeholders the opportunity to address these issues prior to the Board's decision not to proceed with Alternative 5B.
- D. Directors Vance, Donnelly, Garcia, and Lucchesi relied upon factors other than the Benchmarks articulated in Resolution 17-02 to determine whether reasonable progress had been made.
- E. Several of the factors Directors Vance, Donnelly, Garcia, and Lucchesi relied upon to reject Alternative 5B are commonplace with Conservancy projects, setting a different standard for SJRAC. Indeed, Mr. Garcia openly stated his vote against Alternative 5B "comes down to" his belief that Alternative 5B would "destroy the bluff" and "destroy trees." Conservancy projects, however, regularly involve the removal of trees. Moreover, in addition to the fact that bluff, of course, will not be destroyed, Petitioners are informed and believe, and based thereon allege, that Conservancy projects regularly require—and will continue to require—variances from the City's Bluff Protection Ordinance.
- F. Although WCB was tasked with providing SJRAC with a draft public access easement at the beginning of 2018, WCB staff did not provide SJRAC with a draft

document in a timely manner. Indeed, Conservancy staff has conceded that "SJRAC did not receive a draft of the easement acceptable to both the Wildlife Conservation Board and Conservancy staff and legal counsel until December 17, 2018." Despite this, SJRAC worked over the holidays to finalize the easement prior to the Conservancy's review of the Benchmarks on January 4, 2019. Nevertheless, Director Donnelly advised the Conservancy Board on January 9, 2019, that SJRAC had not met the Benchmark concerning a public access agreement because it had not gone through the formal real property review process at WCB, which is a multi-month process. Securing such approval before January 9, 2019, of course, was plainly impossible because WCB staff did not provide a draft easement to SJRAC with sufficient time to seek WCB approval. Director Donnelly's statements were procedurally unfair, based on erroneous information, and failed to account for WCB's own delay, exhibiting plain bias against Petitioners.

- G. Director Lucchesi's vote was determined by the State Lands Commission ("SLC") prior to the Conservancy's action on Alternative 5B, ensuring her vote would not and could not change at the noticed hearing on the Alternative 5B. Consistent with the SLC's direction, Director Lucchesi has continued to oppose Alternative 5B in favor of Alternative 1.
- H. Director Lucchesi, as SLC's Executive Director, conducted SLC meetings concerning the Project without providing notice to Petitioners (and only providing adequate notice to the Parkway Trust), which had a material effect on SLC decisions concerning Alternative 5B and Director Lucchesi's vote on February 26, 2019. This lack of notice caused then-Lieutenant Governor Gavin Newsom and others to be misled into believing the proponents of Alternative 5B simply did not care about the issue, as evidenced by his statements on the record:

Seeing none, no one here advocating for 5B. None of the folks that were at that council meeting.

That was very helpful for me, the public comment [by the Parkway Trust and its supporters], and the presentation. And it shows the value of

being here, and also suggests those that aren't here may not feel as strongly, or perhaps have conflicts, but curiously no one here to oppose, which is interesting. [emphasis added]

Later during the hearing, Mr. Newsom stated he was initially "open to argument" about "how to achieve access" to the Project, but that "in the absence of the alternative argument" being presented, he stated, "I don't think this is a difficult decision for this Commission." [emphasis added]

- 59. As a result of the foregoing, and the participation of Board Members who were disqualified from participating in the decision concerning whether SJRAC and others met the Benchmarks articulated in Resolution 17-02, the Conservancy failed to proceed in a lawful matter in implementing Alternative 5B following its approval of Resolution 17-02.
- 60. Petitioners have a clear, present, and legal right with respect to the requirement that Conservancy projects be considered only by impartial and unbiased decisionmakers. Petitioner SJRAC was the party obligated under Resolution 17-02 tasked with the completion of the majority of the Benchmarks. In addition, all Petitioners, and SJRAC's members, have an interest in the development of Alternative 5B, which provides access to the Eaton Trail at a convenient location adjacent to existing transportation nodes and a commercial intersection, with a parking lot located conveniently adjacent to the San Joaquin River.
- 61. As a result of the foregoing, the Conservancy also abused its discretion by acting in a manner that was arbitrary and capricious, and lacking evidentiary support.
- 62. Petitioners have no plain, speedy, and adequate remedy in the ordinary course of law.
- 63. Petitioners therefore request that the Court issue a writ of mandate, pursuant to Sections 1085 and 1094.5 of the Code of Civil Procedure, and the Court's inherent equitable powers, to invalidate the Conservancy's decision to halt implementation of Alternative 5B, due to the participation of several decisionmakers who were disqualified from participating in the decision concerning Alternative 5B based on unlawful bias.

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FIFTH CAUSE OF ACTION

(Equitable Estoppel)

- 64. Petitioners re-allege and incorporate by reference the precedent paragraphs 1 to 63 in their entirety, as though fully set forth herein.
- 65. In adopting Resolution 17-02, the Conservancy actively misled Petitioners into believing that, if SJRAC met the Benchmarks articulated in Resolution No. 17-02, the Conservancy would continue with the implementation of Alternative 5B. The Conservancy Board also represented in Resolution No. 17-02 that it would act in "good faith" toward the implementation of Alternative 5B.
- 66. At the time the above representations were made, the Conservancy knew and intended that SJRAC would rely on this representation. SJRAC, in turn, reasonably believed that the Conservancy would rely upon the Benchmarks articulated in Resolution No. 17-02, and that it would not decline to proceed with Alternative 5B if those Benchmarks had been met.
- 67. In reasonable and justified reliance on the Conservancy Board's vote approving Alternative 5B and Resolution 17-02, SJRAC expended significant resources to meet the Conservancy's Benchmarks, including: (1) acquiring title to the Spano property; (2) obtaining an approved Post-Closure Land-Use plan; (3) acquiring the necessary approvals from the City of Fresno; (4) resolving the concerns articulated by the Conservancy Board in December 2017 concerning the easement over the Spano Property; and (5) negotiating a Public Access Easement for Alternative 5B to be developed over the Spano Property.
- 68. Despite this, the Conservancy ultimately declined to proceed with Alternative 5B, relying upon factors other than the Benchmarks articulated in Resolution 17-02.
- 69. Based on the foregoing, Respondents should be equitably estopped from halting implementation of Alternative 5B. An actual controversy between Petitioners and Respondents exists as to whether Respondents should be equitably estopped from determining reasonable progress had not been made under Resolution 17-02, and Petitioners are entitled to such a declaration from this Court.

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SIXTH CAUSE OF ACTION

(Violation of Substantive Due Process)

- 70. Petitioners re-allege and incorporate by reference the precedent paragraphs 1 to 69 in their entirety, as though fully set forth herein.
- 71. "Substantive due process protects against arbitrary government action." (County of Sacramento v. Lewis (1998) 523 U.S. 833; Ross v. City of Yorba Linda (1991) 1 Cal.App.4th 954, 960.) Conduct that violates Petitioners' right to due process includes failure to provide adequate notice of governmental action, (Horn v. County of Ventura (1979) 24 Cal.3d 605, 607), repeated project denials and procedural errors in the approval process, (Cohan v. City of Thousand Oaks (1994) 30 Cal.App.4th 547, 561), and through the failure to provide a fair hearing. (Nightlife Partners, Ltd. v. City of Beverly Hills (2003) 108 Cal.App.4th 81, 90.)
- 72. The Conservancy violated Petitioners' right to substantive due process in several ways. In addition to the facts stated in each and all of the above stated paragraphs, the Conservancy violated Petitioners' due process rights by, among other things, relying upon factors other than those articulated in Resolution No. 17-02, which failed to provide Petitioners or the public with objective criteria for determining whether "reasonable progress" had been made; repeated project denials and procedural errors in the consideration of Alternative 5B, as well as the lack of notice to SJRAC, its members, and the City of Fresno; making numerous additional requests to the SJRAC relating to the real estate documents it was negotiating with Spano; and the failure of the Conservancy, WCB, the Parkway Trust, and others to act in "good faith" toward the implementation of Alternative 5B, as stated in the previous Paragraphs above.
- 73. In addition, the Conservancy's finding that SJRAC and others did not meet the Benchmarks also violated Petitioners' right to substantive due process because the Conservancy's conduct was "for the purpose of oppression," amounted to an "abuse of governmental power that shocks the conscience," and was "legally irrational in that it is not sufficiently keyed to any legitimate state interest." (Stubblefield Constr. Co. v. City of San Bernardino (1995) 32 Cal.App.4th 687, 711.)

- 74. Petitioners have a clear, present, and legal right with respect to the requirement that the Conservancy act in a manner that is not arbitrary, and provide Petitioners a fair hearing. In addition, all Petitioners, and SJRAC's members, have an interest in the development of Alternative 5B, which provides access to the Eaton Trail at a convenient location adjacent to existing transportation nodes and a commercial intersection, with a parking lot located conveniently adjacent to the San Joaquin River.
- 75. Petitioners have no plain, speedy, and adequate remedy in the ordinary course of law.
- 76. Petitioners therefore request that the Court issue a writ of mandate, pursuant to Sections 1085 and 1094.5 of the Code of Civil Procedure, and the Court's inherent equitable powers, to invalidate the Conservancy's decision to halt implementation of Alternative 5B, due to the Conservancy's arbitrary actions, and the failure to provide Petitioners with a fair hearing.

SEVENTH CAUSE OF ACTION

(Writ of Mandate - Violation of Equal Protection)

- 77. Petitioners re-allege and incorporate by reference the precedent paragraphs 1 to 76 in their entirety, as though fully set forth herein.
- 78. "The federal equal protection clause (U.S. Const., 14th Amend.) and its California counterpart (Cal. Const., art. I, § 7, subd. (a)) provide that persons who are similarly situated with respect to legitimate purpose of a law must be treated alike under the law. [Citations omitted.] Equal protection challenges typically involve claims of discrimination against an identifiable class or group of persons. The United States Supreme Court in *Village of Willowbrook v. Loch* (2000) 528 U.S. 562, 564 (*Olech*), however, held that a plaintiff who does not allege membership in a class or group may state a claim as a 'class of one." (*Las Lomas Land Co., LLC v. City of Los Angeles* (2009) 177 Cal.App.4th 837, 857.)
- 79. Respondents violated Petitioners' right to equal protection under the law. Petitioners are informed and believe, and based thereon allege, that Respondents' unequal

Plaintiff also reasonably and justifiably relied on the representations made by Conservancy Staff on behalf of the Conservancy and at the direction of the Conservancy Board that if reasonable progress was made by achieving the Benchmarks presented by Resolution 17-02, the Conservancy Board would continue implementing Alternative 5B in "good faith."

- 87. In reliance on Resolution No. 17-02 and at the direction of Conservancy Staff and Board Members, SJRAC acquired three properties, recorded easements, and sought (and received) numerous government approvals in furtherance of developing Alternative 5B for public use on the Spano Property. Specifically, SJRAC acquired and recorded title to the Spano Property, negotiated a Post-Closure Land Use Plan, which the Conservancy Board approved, received a development permit, variance, and tree removal permit from the City of Fresno, and completed and recorded the Spano Easement to the Conservancy Board's satisfaction. In addition, SJRAC conducted environmental studies, engineering studies, and took additional actions at its own expense in furtherance of developing Alternative 5B for public access to the San Joaquin River. Every action described here was performed by SJRAC for developing Alternative 5B for public use. SJRAC also conducted numerous studies of the site for compliance with the purposes of developing Alternative 5B on the site, such as environmental and engineering reviews.
- 88. On February 27, 2019, the Conservancy damaged the value of the property by voting to stop the implementation of Alternative 5B, despite the fact the Conservancy knew and understood SJRAC made these significant investments in reliance on Resolution 17-02.
- 89. The Conservancy's decision resulted in a taking of property from SJRAC, and SJRAC has suffered damages in an amount to be proven at the time of trial.
- 90. Respondents have performed actions in the foregoing paragraphs that have damaged SJRAC's property, prevented SJRAC from having access to or using all of its property, and interfering with SJRAC's reasonable investment-backed expectations.
- 91. The actions described herein have injured SJRAC. Respondents have not paid compensation to SJRAC for the damages caused to SJRACs property that is being taken.

DECLARATORY AND INJUNCTIVE RELIEF

SJRAC is entitled to compensation from Respondents commensurate with the

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1	6. For such other relief that the	he Court deems just and proper under California law.
2	DATED: MARCH 28, 2019	WANGER JONES HELSLEY PC
3		- Molonn Hidde
4		By: UNPOCK John P. Kinsey
5		Rebecca S. Maddox, Attorneys for Petitioners and Plaintiffs
6		David Rodriguez, Sarah Kolb, Timothy
7		Taira, and San Joaquin River Access Corporation
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I, David Rodriguez, am a petitioner and plaintiff in this action. I have read the foregoing Verified Petition for Writ of Mandate and Complaint for Inverse Condemnation and Declaratory Relief (the "Petition"), and am familiar with its contents.

All facts alleged in the Petition are either true of my own knowledge, or as I am informed and believe them to be true, and on that basis allege them to be true.

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

Executed this 24 day of March, 2019 in Fresno, California.

David Kodriguez

I, Timothy Taira, am a petitioner and plaintiff in this action. I have read the foregoing Verified Petition for Writ of Mandate and Complaint for Inverse Condemnation and Declaratory Relief (the "Petition"), and am familiar with its contents.

All facts alleged in the Petition are either true of my own knowledge, or as I am informed and believe them to be true, and on that basis allege them to be true.

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

Executed this 27day of March, 2019 in Fresno, California.

Junothy Jaira
Timothy Taira

I, BARK BAUER, am the President of the San Joaquin River Access Corporation, a petitioner and plaintiff in this action. I am authorized to execute this verification on behalf of the San Joaquin River Access Corporation.

I have read the foregoing Verified Petition for Writ of Mandate and Complaint for Inverse Condemnation and Declaratory Relief (the "Petition"), and am familiar with its contents.

All facts alleged in the Petition are either true of my own knowledge, or as I am informed and believe them to be true, and on that basis allege them to be true.

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

Executed this Zaday of March, 2019 in Fresno, California.

Lang Bayer

I, Sarah Kolb, am a petitioner and plaintiff in this action. I have read the foregoing Verified Petition for Writ of Mandate and Complaint for Inverse Condemnation and Declaratory Relief (the "Petition"), and am familiar with its contents.

All facts alleged in the Petition are either true of my own knowledge, or as I am informed and believe them to be true, and on that basis allege them to be true.

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

Executed this 27 day of March, 2019 in Fresno, California.

Sarah Kolb